

5. PLANNING ISSUES

This chapter discusses the key issues involved in planning for future development in Hallam. These issues, identified in background studies, analysis, and discussions, represent critical decisions which must be made as a part of the planning process. They entail the location and arrangement of future land-use activities; the design and control of future streets and transportation facilities; and the type, number, and location of future community facilities and services.

These key planning issues provided the basis for a major work session in the village: residents reviewed issue areas, evaluated alternative solutions, and selected preferred courses of action. The conclusions outlined in this chapter reflect decisions reached at that session and provide the basis and rationale for the Comprehensive Development Plan.

LAND-USE ISSUES

Additional land will be needed to serve the year 2000 target population. Table 3 lists future acreage requirements for different land-use activities. An important part of the comprehensive planning program has been the designation of future development areas for each of these land-uses.

Several key issues related to the location and arrangement of these future land-use activities are discussed below.

Future Residential Growth

Hallam is primarily a residential community, and its neighborhoods are among its most important assets. Maintenance and enhancement of the local living environment is crucial and should be a primary consideration in the plan.

Approximately 11 acres of new residential land will be required to serve the target population. Based on existing conditions and land-use arrangements, several different areas within and around the village were identified as potential residential development sectors.

Table 3
HALLAM FUTURE LAND-USE REQUIREMENTS

	January 1976	Estimated Year 2000
Population (Persons)	285 ⁽¹⁾	400
Dwelling Units (Number)	119	160
Population/Dwelling Units	2.39	2.5
Residential and Trailers(Acres)	<u>26.0</u>	<u>36.5</u>
Subtotal Residential:	26.0	36.5
Commercial	0.8	1.5
Public and Semipublic	4.5	4.5
Parks and Playgrounds	0.7	10.0
Industry	3.1	4.3
Railroad	<u>10.7</u>	<u>9.5</u>
Subtotal Nonresidential:	19.8	29.8
Streets	<u>22.8</u>	<u>25.4</u>
Subtotal Developed:	68.6	91.7
Vacant and Agriculture	<u>16.2</u>	<u>15.0</u>
Total:	84.8	106.7

⁽¹⁾Estimated January, 1976, population.

Source: Lincoln City-Lancaster County Planning Department

Certain areas are more suitable for residential growth than others. Several factors were used by local residents to evaluate the relative merit of each potential growth area. These factors included relationships to existing housing and other land-use areas; utility service availability; vehicular access; and relationships to the railroad, natural features, and existing community facilities. However, the two most critical factors were sewer service and village center support.

-- *Sewer Service.* All future residential development--except minor infill--will require new sewer improvements. Growth in some areas will require more extensive improvements and will, therefore, be more costly for the village. In general, growth to the south can be served by minor extensions to the existing system; growth to the southeast, which crosses a small swale, would require a small new lift station or a new trunk line; growth to the west, which would

be in the other Clatonia drainage area, would require a major new lift station; and growth to the north or northeast, which would be in the Salt Creek drainage area and flow north, would require major new lift stations and other sewer improvements.

- *Village Center Support.* The location of future residential development close to the existing village center would help achieve several different community goals. It would reinforce the social and economic dominance of the village center, help preserve existing housing areas, support existing commercial establishments, and simplify future pedestrian access to several community facilities and commercial services. In general, growth to the west would be adjacent to the village center and would do the most to achieve these goals, growth to the east would be on the opposite side of the tracks at some distance from the village center, and could tend to detract from the dominance of the village center, and growth to the north and south would have little impact on the role of the village center.

Based on the evaluation of potential residential growth areas, it was decided that immediate short-term development would be most appropriate in areas which require minimum public expenditures for new utility services and facilities. However, most residents favored the encouragement of new residential development west of the village, which would strengthen the village center and promote a more balanced overall development pattern.

The village also considered land availability and its potential implications for residential growth. Individual property owner decisions to withhold land from development would have major impact on future development patterns. Therefore, the plan should be flexible enough to accommodate growth in alternative directions.

Special Residential Development

Although Hallam will continue to be a predominantly single-family residential community, the plan should provide for other types of residential development. Community goals call for a more diversified range of housing types to meet the varied housing needs and preferences of local residents.

According to community goals, future single-width mobile homes should be located in designated areas, rather than scattered throughout the village. Based on an evaluation of several alternative sites, it was decided that two sites--one in the extreme southwest corner of the village and the other on the north edge, just west of the railroad--would be most appropriate for a small-scale mobile home court. Both have reasonably good access from Main Street and are located in areas which do not fracture existing or potential development sectors. To facilitate concentration within designated areas, zoning regulations should not permit location of individual mobile homes in other areas.

Several areas may have potential for multi-family housing. In general, these areas should have good access from Main Street and be easily served by public utility systems. They should also have proximity to the village center.

Future Commercial Development

Because of Hallam's location within the region and its proximity to Lincoln, little new commercial development is anticipated in the near future. Lincoln will continue to provide most major retail services to village residents. However, the community should strive to maintain and supplement local convenience commercial activities.

Two alternative sites were evaluated as possible future commercial focal points: the existing village center and the intersection of State Spur 55 H and Southwest 42nd Street.

A variety of factors suggest that any new commercial development should occur within the village center. It is the site of all existing businesses as well as most key public facilities. It is the historic heart of the village, and community goals state that it should be maintained as the social and economic focal point for the village. It has proximity to regional roads and is easily accessible from all parts of the village. Several underutilized structures and vacant land parcels in the area are available for development and could accommodate new activities.

The commercial function of the village center should be reinforced and intensified. To accomplish this intensification, new commercial development in other locations should be discouraged.

Future Industrial Development

Little new industrial development is anticipated in the near future. Lincoln--which has numerous attractions for prospective industries--will continue to be the focal point for industry.

Small-scale industrial expansion could occur adjacent to the railroad, primarily east of the tracks, and near existing operations. Anticipated new development could be accommodated within this area.

However, the village should have suitable land earmarked for large-scale or heavy industry in the event new opportunities arise in the future. After evaluating several alternative sites, it was decided that a location north of the village near the intersection of Southwest 42nd Street and Buda Road was most appropriate as a future industrial area. It is directly accessible from regional roadways and would be highly visible to traffic on county roads. It is adjacent to the rail line and is near existing industrial activities at Sheldon Station. Underground water is abundant in this area. This site would not fracture

existing neighborhoods or potential long-range residential development areas and would have no adverse impact on existing environmental features.

Any industrial development or expansion must be carefully monitored to insure compatibility with other village activities. Standards should be developed to control vehicular access and parking within industrial areas, as well as smoke, dust, and noise emissions.

TRANSPORTATION ISSUES

In general, the existing street and roadway system, coupled with scheduled improvements, is adequate to handle current traffic circulation needs. However, more extensive street improvements may become desirable in the future. As new portions of the village are developed, new street construction will be required. The village must also consider other important transportation improvements, including pedestrian and bicycle facilities, parking space, and railroad safety. Several key transportation-related planning issues are discussed below.

Street Classification

All streets and roadways in the Hallam area should be classified according to their access and movement functions. Such classification would establish a hierarchy of streets based on their traffic-carrying roles within the overall transportation system. Clearly defined street classifications can increase the efficiency, effectiveness, and economy of the street network. The following basic classifications are the basis for the Hallam transportation system.

- *Arterial streets* provide access to the village from Lincoln, other nearby communities, and the surrounding countryside. Arterials carry through traffic as well as village-oriented traffic, and speeds are often relatively high on such routes. It is important that arterials function effectively without conflicting with local traffic movements or activities. U.S. Route 77 and State Spur 55 H (Main Street) currently function as arterials.
- *Collector roads*, or distributor roads, are intermediate traffic carriers which provide connections between major roads and local streets. They also provide connecting links between urban areas and direct access to abutting properties. Southwest 42nd Street currently functions as a collector connecting State Spur 55 H with the Sheldon Station.
- *Local streets* provide direct access to individual sites and buildings. Except for Main Street, all existing village streets perform local functions. As new development occurs, several existing local streets will need to be extended and new ones constructed.

This overall classification system should provide a basis for guiding the design, size, and control of all streets--new and existing--within the Hallam planning area.

Future Street Design

The village must monitor future street improvements and new street construction carefully. It should establish certain basic standards to insure effective service levels. After reviewing several alternatives, the village has determined that all future streets should be paved and should include full curb and gutter treatment. The village also should establish minimum requirements for key street design features, including right-of-way widths, pavement widths, and border areas.

While the existing grid pattern of parallel streets is adequate, the village should consider curvilinear alignments for new local streets in development areas. Straight streets in residential areas encourage fast traffic, through movements, and can increase noise and safety problems. Curvilinear streets could follow the local topography, reduce land areas required for roadways, improve safety conditions, and result in more varied building sites. The use of "T" intersections could also improve safety conditions in residential areas.

In addition, new alignments must relate to the overall street system. Certain streets must be continuous; new streets must connect with existing segments to avoid "land-locking" new development sites.

The village should also work closely with county road officials to monitor the design and maintenance needs of county roads within the area. For example, the paving of Southwest 42nd Street, leading north to Sheldon Station and south to the county line, is highly desired by the village.

Parking Space

At present, off-street parking space is not required in the village center. However, as the community grows and shopping and business activities increase, diagonal on-street parking could conflict with village center activities and operations. In addition, if traffic increases significantly on Main Street (classified as a minor arterial), diagonal parking could interfere with overall vehicular circulation. Off-street parking space would then become desirable. The village might consider regulations or other civic action designed to encourage such parking space in the future. Alleys could provide access to small centralized off-street parking areas in the village center. Limited curb spaces could be maintained for quick-stop, errand parking.

Railroad Safety

Safety conditions at rail crossings within the village continue to be carefully monitored--especially at Main Street within the village

center. Land-use activities which front the rail line should be screened and buffered to minimize adverse impacts. The village should also consider new building setback requirements which would insure adequate sight lines along the rail corridor.

Sidewalks and Pedestrian Facilities

Village officials are committed to making the community more convenient and attractive for pedestrians. Most feel that the village should institute a sidewalk construction program. After considering several possible alternatives, it was decided that all built-up portions of the community should be served by well-maintained sidewalks on both sides of the street. In addition, other pedestrian improvements, including benches, landscaping, and other "street furniture" should be provided within the village center.

Bicycle Facilities

The Hallam area currently has no designated bicycle routes or bike storage facilities. However, bicycling has a higher participation rate statewide than any other recreational activity, and it is also quite popular in the Lincoln area. Opportunities for bicycling within this county are currently being considered in the Lincoln City-Lancaster County comprehensive planning program. The two stream beds which flank the village south of Main Street and lands adjacent to the railroad have potential as future trails.

COMMUNITY FACILITIES ISSUES

Lincoln will continue to provide for many of the community facility needs of Hallam residents, such as hospital services. Other facilities and services appear adequate for the target population: the well-equipped and operated fire station and rescue unit, the centrally located Town Hall and post office, public health services, private solid waste collection, and police patrol services.

However, new growth and development will place pressure on other local facilities and services. Certain existing facilities will need to be upgraded or expanded, and new facilities will be needed. Several key issues involved in meeting future community facility requirements are discussed below.

Future Water Service

Growth will increase demands for water service. However, it should be possible to serve the residential growth areas immediately adjacent to built up areas with minor extensions to the existing water distribution system, which is now undergoing major improvement. Future growth could require additional water storage capacity, and this is now being

studied by the village. Other major public expenditures for water facilities should not be required until the larger, long-range development sectors are utilized.

Future Sanitary Sewer Service

Growth will also increase demands for sanitary sewer service. Since local soils are not suitable for septic fields, growth areas should be served by the centralized system. Also, if new development occurs on lands too low in elevation, it cannot be served by the existing trunk lines of the gravity flow collection system. Therefore, if new residential growth occurs very far north or west of the existing developed area, major new sewer improvements will be required.

The recommended land-use system promotes residential development immediately adjacent to the village. Short-term growth to the southeast could be served by minor extensions to the existing sewer system. While residential growth to the west could require major expenditures to upgrade sewer facilities, this area is earmarked for subdivision-type development where utility costs could be defrayed by developers and new residents.

The two-cell stabilization lagoon will need to be expanded to serve the target population; it is anticipated that a third cell or similar facility will be added in the near future.

Parks and Recreation

New recreational lands and facilities will be required to serve the target population. According to the *Community Attitude Survey*, few residents feel that existing parkland or recreational facilities are adequate. The *State Comprehensive Outdoor Recreation Plan* (Nebraska Game and Parks Commission, 1973) recommends that rural communities maintain at least 2.5 acres of parkland per 100 population. At least 10.5 acres will be needed to meet minimum recreational land requirements by the year 2000.

The two stream beds southeast and southwest of the village have potential as a future recreational open space. If preserved and improved, these could create an open space corridor suitable for hiking, biking, and passive recreation. They could link together present and future public facilities and provide an attractive design feature for new and existing residential areas. The village has designated the southeast corridor as highly-desirable, high-priority residential, since short-term residential growth will likely occur in this area.

New recreational facilities and programs also will be added within park sites. Playground and ballfield facilities are currently available at Hallam School, and these should be expanded and improved in the future. Public restrooms should be available, and special facilities

for senior citizens also should be improved. The schoolyard and stream beds provide an open space framework into which these recreational facilities and services can be incorporated.

Hallam School

The future of Hallam School is still uncertain. Because of low enrollment and economic conditions, the school district is considering abandonment in 1976. The school provides a most valuable service to the community--both in terms of education and recreation--and local residents strongly favor its continued operation.

However, if the school is phased out, the village should consider possible reuse of the land and building in the future. The site is in a prime location along Main Street near the village center, and the school building could accommodate a range of new functions. Local residents feel that the village should acquire this property if it becomes available. It would be suitable for park and recreational facilities, senior citizen facilities, a public health nurse's station, and other community functions; commercial or industrial activities would not be appropriate in this location.